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FM AMEMBASSY MEXICO

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FOR DEPUTY UNDER SECRETARY FOR MANAGEMENT FROM CHARGE

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SUBJECT: ANNUAL POLICY AND RESOURCE ASSESSMENT

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PART II - RESOURCE ASSESSMENTS

INTRODUCTION

THE MISSION'S PERSONNEL AND FINANCIAL RESOURCES ARE ESSENTIALLY ALIGNED, BOTH AS TO LEVEL AND MIX, IN A PATTERN WHICH OFFERS REASONABLE ASSURANCES THAT WE CAN MOVE FORWARD WITH THOSE PROGRAMS THROUGH WHICH WE SEEK TO ACHIEVE OUR POLICY OBJECTIVES. WHILE MINOR ADJUSTMENTS MAY BE REQUIRED, THE OVERALL STRUCTURE AND USE OF RESOURCES WILL GENERALLY FOLLOW EXISTING PROGRAM AND AGENCY LINES.

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A. STATE

(1) EMBASSY MEXICO CITY

THE RESOURCES ALLOCATED FOR STATE OPERATIONS AT THE EMBASSY ARE BALANCED AT MINIMUM LEVELS ESSENTIAL TO ACHIEVE THE OUTLINED OBJECTIVES. THE CARTER-LOPEZ PORTILLO ERA HAS OPENED ON A NOTE OF UNPRECEDENTED CORDIALITY, AND

HAS ALREADY PRODUCED NEW OPPORTUNITIES FOR GREATER BILATERAL COOPERATION. THIS NEW SITUATION WILL REQUIRE MORE WIDESPREAD, DETAILED, AND INTERPRETIVE POLITICAL AND LABOR REPORTING TO COVER THE U.S. INTERESTS AND OBJECTIVES IN PART I, AND, IN SPECIFIC TERMS, TO GUIDE AND TO MONITOR INITIATIVES CONCERNING SUCH MUTUAL PROBLEMS AS THE BORDER ENVIRONMENT, ILLEGAL ALIENS, AND IMPROVED COOPERATION IN INTERNATIONAL FORUMS.

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THESE OPPORTUNITIES FOR GREATER BILATERAL COOPERATION ARE COUPLED WITH MEXICAN ECONOMIC PROBLEMS WITHOUT PRECEDENT IN THE POST WORLD WAR II PERIOD, AND INVOLVE THE EMBASSY'S ECONOMIC/COMMERCIAL PERSONNEL AS THE INTERFACE BETWEEN WASHINGTON AND GOM OFFICIALS CONCERNED WITH ADVANCING SECTION C OBJECTIVE # (A). THE E/C SECTION HAS MAJOR RESPONSIBILITIES FOR INCREASING COOPERATION WITH MEXICO IN MULTILATERAL FORUMS. THE SEVERAL OFFICERS WORKING ON COMMERCIAL AFFAIRS, AS WELL AS THE TRANSPORTATION AND COMMUNICATION OFFICER AND THE MINERALS AND PETROLEUM OFFICER CARRY A MAJOR LOAD IN MAINTAINING AND PROTECTING U.S. ECONOMIC PROSPERITY INTERESTS (OBJECTIVE D). WITH MEXICO RECEIVING MORE THAN 60 OF ITS IMPORTS FROM THE U.S. AND SENDING US AN EQUIVALENT SHARE OF ITS EXPORTS, MEXICO IS NOW THE U.S.'S FIFTH LARGEST TRADING PARTNER.

THE RESOURCES AVAILABLE TO CARRY OUT THE SCIENTIFIC AND TECHNICAL RESPONSIBILITIES OF THE EMBASSY ARE THE MINIMUM REQUIRED. THE EXPANDING PROGRAM ON FISHERIES, OCEAN

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RESOURCES, POWER DEVELOPMENT, SCIENCE AND TECHNOLOGY, AS WELL AS THE PROBLEMS ASSOCIATED WITH THE POPULATION GROWTH RATE, REQUIRE MAJOR EMBASSY ATTENTION.

THE CONSULAR PROGRAM IN MEXICO IS THE LARGEST AND MOST COMPLEX IN THE WORLD. VISA OPERATIONS DECREASED IN RECENT MONTHS DUE TO THE EFFECTS OF PESO DEVALUATION AND A CHANGE IN THE U.S. IMMIGRATION LAW WHICH REDUCED BY ABOUT ONE-THIRD THE NUMBER OF IMMIGRANT VISAS ISSUED ANNUALLY IN MEXICO. HOWEVER, NIV APPLICATIONS ARE ONCE MORE RISING, CURRENTLY REACHING ALMOST THE 1976 RATE, AND OUR PROJECTIONS NOW ARE THAT BY 1979 NIV WORKLOAD WILL REACH 370,000 VISAS OR MORE PER YEAR. IV WORKLOAD IS EXPECTED TO INCREASE SHARPLY OVER THE NEXT THREE YEARS BECAUSE OF ANTICIPATED REALLOCATION TO MEXICO OF MOST OF 145,000 VISA NUMBERS ERRONEOUSLY USED FOR CUBAN REFUGEES. IF ALLOCATED OVER A PERIOD OF THREE YEARS, THE RESULTING ANNUAL WORKLOAD, INCLUDING THE WESTERN HEMISPHERE ALLOCATION AND IMMEDIATE RELATIVE CASES, WOULD APPROACH 140,000 PER YEAR, AN

INCREASE OF 35 ABOVE FY 1976.

CONSULAR SERVICES FOR AMERICAN CITIZENS CONTINUE TO RISE STEADILY WITH THE INCREASE IN AMERICANS VISITING MEXICO AND A MORE DEMANDING PUBLIC WHICH LEADS TO REQUESTS FOR MORE SERVICES AND A MORE RESPONSIVE ATTITUDE FROM THEIR GOVERNMENT. OUT-OF-OFFICE WORKLOAD OF THE FEDERAL BENEFITS PROGRAM IS INCREASING AT THE RATE OF 30 PER YEAR, AND THE PROGRAM IS AT PRESENT UNDERSTAFFED TO HANDLE THE CURRENT VOLUME OF CLAIMS-TAKING AND INVESTIGATIONS.

BECAUSE OF INTENSE PUBLIC AND CONGRESSIONAL INTEREST IN

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CERTAIN OF OUR CONSULAR PROBLEMS -- THE PRISONERS, SEIZED AIRCRAFT AND AUTOMOBILES, AND HARRASSMENT AND VIOLENCE AGAINST AMERICAN TOURISTS -- PROTECTIVE SERVICES IN MEXICO REQUIRE AN INORDINATE NUMBER OF MAN-HOURS ON INDIVIDUAL PROTECTION CASES. WHILE WE EXPECT THE VOLUME OF PRISONER CASES TO DROP DRASTICALLY WITH THE IMPLEMENTATION OF THE TREATY ON EXECUTION OF PENAL SANCTIONS, WE ANTICIPATE THAT OTHER CATEGORIES OF THE WORKLOAD WILL INCREASE STEADILY OVER THE NEXT FEW YEARS. IN ADDITION, DURING THE MONTHS IMMEDIATELY PRECEDING AND FOLLOWING RATIFICATION OF THE TREATY, WE MAY BE OBLIGED TO SHIFT ADDITIONAL CONSULAR OFFICERS INTO ARREST AND DETENTION WORK, UNTIL THE INITIAL TRANSFER OF THE PRISONERS IS COMPLETED.

THE ADMINISTRATIVE SECTION IN THE PAST 18 MONTHS HAS ABSORBED A GENERAL INCREASE OF 14 IN STATE AND OTHER AGENCY STAFFING AND IS STRETCHED AS THIN AS EFFECTIVENESS AND EFFICIENCY IN OPERATIONS WILL PERMIT. ANY NEW OR ENLARGED PROGRAMS WHICH WOULD CREATE NEW SUPPORT REQUIREMENTS MUST BE ACCOMPANIED BY A CORRESPONDING STRENGTHENING LIMITED OFFICIAL USE

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OF THOSE ADMINISTRATIVE SEGMENTS WHICH WILL BE CALLED UPON TO PROVIDE BASIC SERVICES.

APART FROM TRENDS AFFECTING ON-GOING OPERATIONS, AN INCREASE IN THE ADMINISTRATIVE STAFF WILL BE REQUIRED, PROBABLY IN FY 1978, BUT NOT LATER THAN FY 1979, TO FACILITATE THE TRANSFER OF THE WASHINGTON FINANCE CENTER FROM THE DEPARTMENT TO MEXICO CITY. THE STAFFING AND TIMETABLE FOR THIS PROJECTED MOVE ARE STILL UNCERTAIN, BUT FIVE AMERICAN AND 30 FSL EMPLOYEES WILL PROBABLY BE INVOLVED.

(2) CONSTITUENT POSTS

THE CONSULATES GENERAL AT MONTERREY, GUADALAJARA, TIJUANA, CIUDAD JUAREZ AND HERMOSILLO AND THE CONSULATES AT MERIDA, MAZATLAN, NUEVO LAREDO AND MATAMOROS ARE VITAL ADJUNCTS IN HELPING TO CARRY AN ENORMOUS CONSULAR WORKLOAD THROUGHOUT MEXICO. THE CONSULATES GENERAL AT GUADALAJARA AND MONTERREY ARE MAJOR, MULTI-AGENCY ENTITIES WHICH CARRY ECONOMIC/COMMERCIAL AND POLITICAL REPORTING RESPONSIBILITIES AS WELL AS ACROSS-THE-BOARD CONSULAR OBLIGATIONS. THE OTHER SEVEN POSTS ARE ENGAGED IN CONSULAR ENDEAVORS, ALTHOUGH THEY CONTRIBUTE TO THE ASSESSMENT OF ECONOMIC, POLITICAL AND RELATED ACTIVITIES WHICH IMPACT ON U.S. INTERESTS. THE CONSULATE AT NUEVO LAREDO ALSO PERFORMS A COUNTRY-WIDE ADMINISTRATIVE SERVICE AS IT IS THE ENTRY AND EXIT POINT FOR THOUSANDS OF OFFICIAL SHIPMENTS EACH YEAR, INCLUDING HOUSEHOLD EFFECTS, EQUIPMENT, SUPPLIES AND DIPLOMATIC POUCHES.

THE STAFFS OF THE CONSTITUENT POSTS ARE LEAN. IN NO INSTANCE DOES THE AMERICAN STATE STAFF EXCEED 20. THREE OF THE POSTS HAVE BUT TWO AMERICANS AND A FOURTH POST HAS BUT THREE AMERICANS. REPRESENTATIVES OF OTHER AGENCIES ARE ATTACHED IN VARYING NUMBERS TO FIVE OF THESE POSTS. LIMITED OFFICIAL USE

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GIVEN THE ENORMOUS WORKLOAD WHICH DERIVES FROM PROVIDING CONSULAR SERVICES TO HUNDREDS OF THOUSANDS OF AMERICAN AND MEXICAN CITIZENS, THESE POSTS ARE CLEARLY STAFFED AT MINIMUM LEVELS. INDEED, THE CONSULATES GENERAL AT MONTERREY AND GUADALAJARA, LIKE THE CONSULAR SECTION AT MEXICO CITY, HAVE BEEN FOUND BY BOTH GENERAL ACCOUNTING AUDITORS AND SCA ADMINISTRATORS TO BE UNDERSTAFFED IN TERMS OF BEING ABLE TO DEVOTE SUFFICIENT TIME TO THE PERFORMANCE OF EACH SERVICE SO AS TO ENSURE COMPLIANCE WITH THE SPIRIT AND THE LETTER OF LAWS AND REGULATIONS WHICH GOVERN THE PERFORMANCE OF STATUTORY CONSULAR FUNCTIONS.

THE EMBASSY UNDERSTANDS THAT ITS PROPOSAL TO APPOINT FIVE CONSULAR AGENTS AT VARIOUS IMPORTANT POPULATION AND TOURIST CENTERS IN MEXICO WAS DEFERRED BY THE FORMER ADMINISTRATION, AND WAS AGAIN TO BE REFERRED TO THE PRIORITIES POLICY GROUP. THE JUSTIFICATIONS FOR THESE AGENTS REMAIN VALID AND SHOULD BE GIVEN PROMPT AND SERIOUS CONSIDERATION.

B. OTHER AGENCY PROGRAMS AND RESOURCE LEVELS

1. THERE ARE NINE EXECUTIVE BRANCH DEPARTMENTS OF THE USG, WITH MULTIPLE AGENCY ADJUNCTS, REPRESENTED AT THIS MISSION. THE PROGRAMS OF MOST OF THESE AGENCIES SUPPORT THE POLICY OBJECTIVES OUTLINED IN PART 1 OF THIS ASSESSMENT IN GENERAL AND SPECIFIC WAYS. (CERTAIN ELEMENTS OF THE MISSION: LEGAL ATTACHE, CUSTOM SERVICES, IRS, NOAA, FOR EXAMPLE, FUNCTION PRIMARILY IN SUPPORT OF THEIR PARENT AGENCIES, BUT THEY DO NOT OPERATE AS EXCLUSIVE ENTITIES AND FREQUENTLY OFFER VALUABLE ADVICE AND SUPPORT

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TO OUR GENERAL OBJECTIVES.)

2. THE DEPARTMENT OF AGRICULTURE IS THE LARGEST AND MOST DIVERSE U.S. AGENCY IN THE MISSION, WITH MORE THAN 235 EMPLOYEES STATIONED AT NUMEROUS LOCATIONS THROUGHOUT THE COUNTRY. THE OFFICE OF THE AGRICULTURAL ATTACHE HAS FOUR EMPLOYEES IN THE EMBASSY. AGRICULTURE'S MAJOR PROGRAM, THE MULTI-MILLION DOLLAR PROJECT TO ERADICATE THE SCREWORM, IS NOW IN FULL OPERATION, AND PLANS ARE BEING FORMULATED TO SCALE DOWN U.S. STAFFING WITHIN THE NEXT FEW YEARS AS MEXICAN COUNTERPARTS ARE TRAINED TO MANAGE THIS VAST PROJECT. OTHER AGRICULTURE ELEMENTS OF THE ANIMAL, HEALTH INSPECTION SERVICE, PARTICULARLY THE COMMISSION FOR THE PREVENTION OF FOOT AND MOUTH DISEASE, AND THE PLANT PROTECTION AND QUARANTINE SERVICES, ALSO CONTRIBUTE TO U.S. OBJECTIVES, PARTICULARLY "TO MAINTAIN AND PROTECT U.S. ECONOMIC PROSPERITY INTERESTS" AND TO "PROMOTE MEXICAN PROSPERITY AND STABILITY AS A MEANS OF PROTECTING AND FURTHER SPECIFIC U.S. INTERESTS."

3. THE OFFICES OF THE DEA REPRESENT ANOTHER LARGE ELEMENT OF THE MISSION WITH 44 EMPLOYEES AT SIX LOCATIONS IN LIMITED OFFICIAL USE

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MEXICO. THEIR RESPONSIBILITIES ARE, OF COURSE, TO "REDUCE THE FLOW OF NARCOTICS ENTERING THE U.S. FROM MEXICO" (OBJECTIVE "C"). DEA STAFFING SHOULD NOW HAVE REACHED ITS PEAK, EXCEPT FOR SPECIAL SHORT-TERM PROJECTS WHICH BRING SCORES OF TECHNICIANS INTO THE COUNTRY ON TDY STATUS.

4. THE OFFICE OF THE SPECIAL ASSISTANT TO THE AMBASSADOR FOR NARCOTICS ASSISTANCE HAS ALSO EXPANDED ITS ACTIVITIES IN THE PAST YEAR AND IS NOW STAFFED BY ONE FSO AND FOUR AID EMPLOYEES WHO OVERSEE THE WORK OF 37 AID CONTRACTOR TECHNICIANS. THIS OFFICE AND DEA WORK IN CLOSE AND EFFECTIVE COOPERATION.

5. OTHER AGENCIES ATTACHED TO THE MISSION: THE TRADE CENTER, STAFFED BY EIGHT COMMERCE EMPLOYEES (WITH SEVEN STATE DIRECT HIRE STAFF), AND THE TRAVEL SERVICE, FULLY STAFFED BY COMMERCE EMPLOYEES, OBVIOUSLY GIVE IMPORTANT SUPPORT TO THE OBJECTIVE OF MAINTAINING U.S. ECONOMIC PROSPERITY INTERESTS. THE INS OPERATIONS RELATE TO THE OBJECTIVES OF REDUCING THE FLOW OF MEXICANS ILLEGALLY

ENTERING THE U.S., AND PROMOTING COOPERATION FOR PROBLEMS OF THE BORDER REGION. THE WORK OF THE OFFICE OF THE DEFENSE ATTACHE, WITH ITS VARIED PROGRAMS, TIES INTO THE OBJECTIVE OF PROMOTING STABILITY IN ITS RELATIONS WITH THE MEXICAN MILITARY FORCES. USAID IS PROVIDING TWO POSITIONS TO SUPPORT THE POPULATION PROGRAM.

6. THE U.S. INFORMATION SERVICE PROGRAMS RANGE OVER ALL OF THAT AGENCY'S TRADITIONAL FUNCTIONS: PRESS, CULTURAL, ARTS, EXCHANGE OF PERSONS, LIBRARY, ETC., AND ITS OWN PROGRAM OBJECTIVES ARE CAREFULLY TAILORED TO THOSE OF THE MISSION. THE PAO SERVES AS A CLOSE ADVISOR TO THE CHIEF OF MISSION AND THE AGENCY'S DAILY ACTIVITIES ARE WELL INTEGRATED WITH ONGOING MISSION OPERATIONS. ITS WORK IS FULLY SUPPORTIVE TO THE OBJECTIVES LISTED IN PART 1 OF THIS ASSESSMENT.

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7. THE AID REGIONAL TECHNICAL AID CENTER IS IN THE PROCESS OF PHASING OUT AND PLANS TO END ITS ACTIVITIES BY THE END OF JUNE, EXCEPT FOR THE RESIDUAL FUNCTION OF THE THIRD COUNTRY TRAINING PROGRAM WHICH IS EXPECTED TO REPRESENT A MODEST WORKLOAD AND CAN BE ABSORBED BY DIRECTION FROM THE ADMINISTRATIVE SECTION OF TWO AID FSL EMPLOYEES.

8. IN SUMMARY, THE STAFF LEVELS AND FUNDING OF ALL ATTACHED AGENCIES ARE GENERALLY STABLE AND ADEQUATE, AND, OF COURSE, BY THE MODE SYSTEM, THE CHIEF OF MISSION HAS A CONTINUING OPPORTUNITY TO MONITOR AND MAKE RECOMMENDATIONS CONCERNING STAFF LEVELS. THOMPSON

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